

AMENDED IN SENATE JUNE 23, 1998

AMENDED IN SENATE JUNE 11, 1998

AMENDED IN ASSEMBLY APRIL 30, 1998

CALIFORNIA LEGISLATURE—1997–98 REGULAR SESSION

ASSEMBLY BILL

No. 1807

Introduced by Assembly Member Takasugi

February 10, 1998

An act to add Sections 401.15 and 5096.3 to the Revenue and Taxation Code, relating to taxation, and declaring the urgency thereof, to take effect immediately.

LEGISLATIVE COUNSEL'S DIGEST

AB 1807, as amended, Takasugi. Property taxation: airline property and possessory interests.

Existing property tax law provides that all property is subject to taxation at its full value, unless that property is otherwise exempted from taxation in whole or in part pursuant to either state or federal law.

This bill would, pursuant to legislative findings and declarations, require any of certain counties, if specified airlines execute a written settlement agreement or waiver, as provided, with that county, to issue specified total amounts of credits to those airlines against property taxes from the 1998–99 fiscal year to the 2002–03 fiscal year, inclusive. This bill would also provide, for fiscal years to the 1997–98 fiscal year, inclusive, for the 1998–99 fiscal year to the 2002–03 fiscal year, inclusive, and for the 2003–04 fiscal year, that the assessed

value of certificated aircraft shall be deemed to be the amount entered on the tax roll with respect to those aircraft if certain assessment procedures are followed.

This bill would make legislative findings and declarations as to the necessity for a special statute.

This bill would declare that it is to take effect immediately as an urgency statute, *but would become operative only if AB 2318 takes effect on or before January 1, 1999.*

Vote: $\frac{2}{3}$. Appropriation: no. Fiscal committee: no. State-mandated local program: no.

The people of the State of California do enact as follows:

1 SECTION 1. (a) The Legislature finds and declares
2 all of the following:

3 (1) Two of the most difficult and contentious property
4 tax assessment issues in recent years have concerned the
5 assessment of certificated aircraft and airline possessory
6 interests, other than interests stated in a written
7 agreement for terminal, cargo, hangar, automobile
8 parking lots, storage and maintenance facilities and other
9 buildings and the land thereunder leased in whole or in
10 part by an airline.

11 (2) These issues have given rise to litigation and
12 appeals challenging assessments involving hundreds of
13 millions of dollars of property tax revenues.

14 (3) The uncertainty created by pending litigation and
15 appeals over the assessment of airline property and
16 possessory interests in publicly owned airports is
17 disruptive to both airline industry tax planning and local
18 government and school finance.

19 (b) It is the intent of the Legislature in enacting this
20 act to facilitate resolution of the disputes over the
21 assessment of certificated aircraft by codifying
22 recommendations produced by a county and airline
23 industry working group, that do all of the following:

24 (1) Establish valuation methodology for certificated
25 aircraft.

(2) Clearly establish a presumption of correctness if county assessors follow the assessment methodology set out in this measure and in Assembly Bill 2318.

(3) Dispose of certain outstanding litigation and appeals over aircraft valuation.

(4) Mitigate the financial impact of this statutory change on local governments and schools by establishing a method by which the issuance of any prior year refunds to litigating airlines would be treated as credits against future tax payments.

SEC. 2. Section 401.15 is added to the Revenue and Taxation Code, to read:

401.15. (a) Notwithstanding any other provision of law, for any county that makes available the credits provided for in Section 5096.3, the full cash values of certificated aircraft for fiscal years to the 1997–98 fiscal year, inclusive, are presumed to be those values enrolled by the county assessor or, in the case of timely escape assessments upon certificated aircraft issued on or after April 1, 1998, pursuant to Sections 531, 531.3, and 531.4, the values enrolled upon those escape assessments, provided the escape assessment is made in accordance with the methodology in subdivision (b). For escape assessments for fiscal years to the 1997–98 fiscal year, inclusive, the assessor shall use the methodology and minimum and market values set by the California Assessors' Association for the applicable fiscal year in lieu of the methodology set forth in ~~paragraph (3), (4), or (5)~~ *subparagraph (C) or (D) of paragraph (1)* of subdivision (b). The assessor is not required to revise or change existing enrolled assessments that are not subject to escape assessment to reflect the methodology in this section. Nothing in this section precludes audit adjustments and offsets as set forth in Section 469 or the correction of reporting errors raised by an airline. Nothing in this section affects any presumption of correctness concerning allocation of aircraft values.

(b) (1) For the 1998–99 fiscal year to the 2002–03 fiscal year, inclusive, and including escape assessments levied on or after April 1, 1998, for any fiscal year to the 2002–03

1 fiscal year, inclusive, except as otherwise provided in
2 subdivision (a), ~~for any county described in subdivision~~
3 ~~(a)~~, certificated aircraft shall be presumed to be valued
4 at full market value if all of the following conditions are
5 met:

6 (A) Except as provided in subparagraph (D), value is
7 derived using original cost. The original cost shall be the
8 greater of the following:

9 (i) Taxpayer's cost for that individual aircraft reported
10 in accordance with generally accepted accounting
11 principles, *so long as that produces net acquisition cost*,
12 and to the extent not included in the taxpayer's cost,
13 transportation costs and capitalized interest and the cost
14 of any capital addition or modification made before a
15 transaction described in clause (ii).

16 (ii) The cost established in a sale/leaseback or
17 assignment of purchase rights transaction for that
18 individual aircraft that transfers the benefits and burdens
19 of ownership to the lessor for United States federal
20 income tax purposes.

21 If the original cost for leased aircraft cannot be
22 determined from information reasonably available to the
23 taxpayer, original cost may be determined by reference
24 to the "average new prices" column of the Airliner Price
25 Guide for that model, series, and year of manufacture of
26 aircraft. If information is not available in the "average
27 new prices" column for that model, series, and year, the
28 original cost may be determined using the best indicator
29 of original cost plus all conversion costs incurred for that
30 aircraft. In the event of a merger, bankruptcy, or change
31 in accounting methods by the reporting airline, there
32 shall be a rebuttable presumption that the cost of the
33 individual aircraft and the acquisition date reported by
34 the acquired company if available, or the cost reported
35 prior to the change in accounting method is the original
36 cost and the applicable acquisition date.

37 (B) Original cost, plus the cost of any capital additions
38 or modifications not otherwise included in the original
39 cost, shall be adjusted from the date of the acquisition of
40 the aircraft to the lien date using the producer price index

1 for aircraft and a 16-year straight-line percent good table
 2 starting from the delivery date of the aircraft to the
 3 current owner *or, in the case of a sale/leaseback or*
 4 *assignment of purchase rights transaction, as described in*
 5 *this section, the current operator* with a minimum
 6 combined factor of 25 percent, unless this adjustment
 7 results in a value less than the minimum value for that
 8 aircraft computed pursuant to subparagraph (C), in
 9 which case the minimum value may be used. If original
 10 cost is determined by reference to the Airliner Price
 11 Guide “average new prices” column, the adjustments
 12 required by this paragraph shall be made by setting the
 13 acquisition date of the aircraft to be the date of the
 14 aircraft’s manufacture.

15 (C) For certificated aircraft of a model and series that
 16 has been in revenue service for eight or more years, the
 17 minimum value shall not exceed the average of the used
 18 aircraft prices shown in columns other than the “average
 19 new prices” column for used aircraft of the oldest aircraft
 20 for that model and series in the Airliner Price Guide most
 21 recently published as of the lien date. Minimum values
 22 shall not be utilized for certificated aircraft of a model and
 23 series that has been in revenue service for less than eight
 24 years.

25 (D) For out-of-production aircraft that were
 26 recommended to be valued by a market approach for
 27 1998 by the California Assessors’ Association, assessments
 28 will be based at the lower of the following:

29 (i) The values established by the Association for the
 30 1998 lien date.

31 (ii) The average of the used aircraft prices shown in
 32 the columns other than the “average new prices” column
 33 for used aircraft of the five oldest years for the aircraft
 34 model and series or that lesser time for which data is
 35 available in the Airliner Price Guide.

36 (2) Notwithstanding paragraph (1), in computing
 37 assessed value, the assessor may allow for extraordinary
 38 obsolescence if supported by market evidence and the
 39 taxpayer may challenge the assessment for failure to do
 40 so. To constitute market evidence of extraordinary

1 obsolescence and to permit an assessment appeal, the
2 evidence must show that the functional and or economic
3 obsolescence is in excess of 10 percent of the value for the
4 aircraft model and series otherwise established pursuant
5 to subparagraph (B), (C), or (D) of paragraph (1).

6 (3) For purposes of paragraph (1), if the Airliner Price
7 Guide ceases to be published or the format significantly
8 changes, a guide or adjustment agreed to by the airlines
9 and the taxing counties shall be substituted.

10 (c) (1) For the 2003–04 fiscal year, certificated
11 aircraft shall be presumed to be valued at full market
12 value if all of the following conditions are met:

13 (A) Except as provided in subparagraph (D), value is
14 derived using original cost. The original cost shall be the
15 greater of the following:

16 (i) Taxpayer's cost for that individual aircraft reported
17 in accordance with generally accepted accounting
18 principles, *so long as that produces net acquisition cost*,
19 and to the extent not included in the taxpayer's cost,
20 transportation costs and capitalized interest and the cost
21 of any capital addition or modification made before a
22 transaction described in clause (ii).

23 (ii) Taxpayer's cost as established pursuant to this
24 subdivision plus one-half of the incremental difference
25 between taxpayer's cost and the cost established in a
26 sale/leaseback or assignment of purchase rights
27 transaction for individual aircraft that transfers the
28 benefits and burdens of ownership to the lessor for United
29 States federal income tax purposes.

30 If the original cost for leased aircraft cannot be
31 determined from information reasonably available to the
32 taxpayer, original cost may be determined by reference
33 to the "average new prices" column of the Airliner Price
34 Guide for that model, series, and year of manufacture of
35 aircraft. If information is not available in the "average
36 new prices" column for that model, series, and year, the
37 original cost may be determined using the best indicator
38 of original cost plus all conversion costs incurred for that
39 aircraft. In the event of a merger, bankruptcy, or change
40 in accounting methods by the reporting airline, there

1 shall be a rebuttable presumption that the cost of the
2 individual aircraft and the acquisition date reported by
3 the acquired company if available, or the cost reported
4 prior to the change in accounting method is the original
5 cost and the applicable acquisition date.

6 (B) Original cost, plus the cost of any capital additions
7 or modifications not otherwise included in original cost,
8 shall be adjusted from the date of the acquisition of the
9 aircraft to the lien date using the producer price index for
10 aircraft and a 16-year straight-line percent good table
11 starting from the delivery date of the aircraft to the
12 current owner *or, in the case of a sale/leaseback or*
13 *assignment of purchase rights transaction, as described in*
14 *this section, the current operator* with a minimum
15 combined factor of 25 percent, unless this adjustment
16 results in a value less than the minimum value for that
17 aircraft computed pursuant to subparagraph (C), in
18 which case the minimum value may be used. If original
19 cost is determined by reference to the Airliner Price
20 Guide “average new prices” column, the adjustments
21 required by this paragraph shall be made by setting the
22 acquisition date of the aircraft to be the date of the
23 aircraft’s manufacture.

24 (C) For certificated aircraft of a model and series that
25 has been in revenue service for eight or more years, the
26 minimum value shall not exceed the average of the used
27 aircraft prices shown in columns other than the “average
28 new prices” column for used aircraft of the oldest aircraft
29 for that model and series in the Airliner Price Guide most
30 recently published as of the lien date. Minimum values
31 shall not be utilized for certificated aircraft of a model and
32 series that has been in revenue service for less than eight
33 years.

34 (D) For out-of-production aircraft that were
35 recommended to be valued by a market approach for
36 1998 by the California Assessors’ Association their
37 assessments shall be based at the lower of the following:

38 (i) The values established by the Association for the
39 1998 lien date.

(ii) The average of the used aircraft prices shown in the columns other than the “average new prices” column for used aircraft of the five oldest years for the aircraft model and series or that lesser time for which data is available in the Airliner Price Guide.

(2) Notwithstanding paragraph (1), in computing assessed value, the assessor may allow for extraordinary obsolescence if supported by market evidence and the taxpayer may challenge the assessment for failure to do so. To constitute market evidence of extraordinary obsolescence and to permit an assessment appeal, the evidence must show that the functional and or economic obsolescence is in excess of 10 percent of the value for the aircraft model and series otherwise established pursuant to subparagraph (B), (C), or (D) of paragraph (1).

(3) For purposes of paragraph (1), if the Airliner Price Guide ceases to be published or the format significantly changes, a guide or adjustment agreed to by the airlines and the taxing counties shall be substituted.

(d) In order to calculate the values prescribed in subdivisions (b) and (c), the taxpayer shall, to the extent that information is reasonably available to the taxpayer, furnish the county assessor with an annual property statement that includes the aircraft original costs as defined in subparagraph (A) of paragraph (1) of subdivision (b) or (c). In the event an air carrier that has this information reasonably available to it fails to report original cost and additions, as required by Revenue and Taxation Code Sections 441 and 442, an assessor may in that case, ~~notwithstanding any other provision in this section,~~ make an appropriate assessment pursuant to Revenue and Taxation Code Section 501.

SEC. 3. Section 5096.3 is added to the Revenue and Taxation Code, to read:

5096.3. (a) To dispose of certain lawsuits and assessment appeals that have been filed, and to preclude the filing of other claims relating to (1) the assessment, equalization, and assessability of certain possessory interests in publicly owned airports and (2) aircraft valuation and equalization by Alaska Airlines, Inc.,

American Airlines, Inc., Continental Airlines, Inc., Delta Air Lines, Inc., Federal Express Corporation, Northwest Airlines, Inc., Trans World Airlines, Inc., United Airlines, Inc., United Parcel Service, U.S. Airways, Inc., Wings West Airlines, Southwest Airlines, America West Airlines, in their own right or as successors in interest, counties shall provide future tax credits in the following amounts:

Alameda	\$ 4,455,110
Contra Costa	1,000
El Dorado	1,000
Fresno	264,630
Humboldt	500
Kern	33,540
Los Angeles	18,335,720
Monterey	148,560
Orange	2,916,995
Riverside	435,780
Sacramento	1,070,185
San Bernardino	1,991,405
San Diego	4,262,610
San Joaquin	1,000
San Mateo	13,544,005
Santa Barbara	167,880
Santa Clara	2,369,080
Solano	1,000

(b) The credits identified in subdivision (a) will be allowed in equal amounts for the 1998–99 fiscal year to the 2002–03 fiscal year, inclusive, and may be credited by the counties against one or more tax bills of the airline entitled to the credit. The credits identified in subdivision (a) shall be allocated among the airlines in accordance with a schedule to be established and agreed upon by the airlines identified in subdivision (a). The airlines shall, through a designated representative, provide to each county listed in subdivision (a), before the effective date of this measure, the detail of the allocation of the credits among the various airlines. In no instance shall a county be required to provide a credit to any airline in any year

1 that exceeds the total tax due from that airline to that
2 county for that year. The airlines' designated
3 representative may submit revised instructions not later
4 than June 30 preceding the beginning of the fiscal year in
5 which the credits are to be adjusted, but in no event may
6 the credit for any county in any year be increased beyond
7 the levels set out in subdivisions (a) and (b) for any fiscal
8 year.

9 (c) In addition to the credits provided in subdivision
10 (a), each county shall allow a credit against any escape
11 assessment upon certificated aircraft levied on or after
12 April 1, 1998, under subdivision (b) of Section 401.15 for
13 tax years up to and including the 1997–98 fiscal year to the
14 extent the escape assessment is based upon the cost
15 established in sale/leaseback or assignment of purchase
16 rights transaction. The amount of the credit shall be equal
17 to the tax on one-half of the value increase, plus interest
18 and penalties attributable to use of the sale/leaseback or
19 assignment of purchase rights transaction amount to
20 determine value pursuant to subdivision (b) of Section
21 401.15.

22 (d) Upon enrollment of any escape assessment
23 contemplated in subdivision (a) of Section 401.15, the
24 county assessor shall provide the county auditor with the
25 information necessary to calculate the credit required in
26 subdivision (c) of this section.

27 (e) No county shall be required to provide the credits
28 specified in subdivisions (a) and (b) unless all airlines
29 named in subdivision (a) who also have assessments in
30 that county have entered into a settlement agreement or
31 executed a waiver with that county. No county shall be
32 required to provide the credits specified in subdivision
33 (c) unless the airline otherwise entitled to that credit has
34 entered into a settlement agreement or executed a
35 waiver with that county. The settlement agreement or
36 waiver shall include a waiver of all statutory and
37 constitutional rights with respect to pending and future
38 challenges to valuation and equalization of certificated
39 aircraft through the 2003–04 fiscal year, provided that the
40 assessments are established in conformance with Section



1 401.15, and all statutory and constitutional rights to
2 challenge valuation, equalization and assessability of
3 possessory interests in publicly owned airports (other
4 than interests stated in a written agreement for terminal,
5 cargo, hangar, automobile parking lots, storage and
6 maintenance facilities, and other buildings and the land
7 thereunder leased in whole or in part by an airline),
8 provided that the valuations made for the 1998–99 fiscal
9 year and thereafter are established in conformance with
10 Section 107.9. At the discretion of a county, the airlines
11 may be required to file waivers in that county in lieu of
12 entering into a settlement agreement. Upon the
13 execution of a settlement agreement or waiver by the
14 airlines named in subdivision (a) that also have
15 assessments in a county, that county listed in subdivision
16 (a) shall be required to provide the credits set out in this
17 section. Nothing in this section precludes claims
18 concerning allocation of aircraft values.

19 (f) With respect to America West Airlines only, the
20 waiver or settlement agreement required by subdivision
21 (e) may exclude the claims that America West Airlines
22 has already raised in the adversary proceedings in the
23 bankruptcy proceeding entitled “In Re America West
24 Airlines, Inc., Case No. 91-07505 PHX-RGM” against the
25 Counties of Orange, San Bernardino, Sacramento, San
26 Mateo, Alameda, and San Diego, provided that the
27 settlement agreements or waivers under subdivision (e)
28 provide that the resolution of any of America West’s
29 adversary claims will have no legal effect for any tax year
30 not at issue in those adversary proceedings. This section
31 and Sections 107.9 and 401.15 do not abrogate, rescind,
32 preclude, or otherwise affect any separate settlement
33 agreement entered into prior to the effective date of this
34 section between a county and an airline concerning the
35 subject matter of this section and Sections 107.9 and
36 401.15 with respect to those tax years expressly settled by
37 any agreement as so described. However, no settlement
38 agreement as so described may be used to challenge the
39 assessment and valuation provided by these sections for

1 any tax year after the 1997–98 fiscal year or any tax year
2 not expressly settled by that agreement.

3 SEC. 4. The Legislature finds and declares that a
4 special law is necessary and that a general law cannot be
5 made applicable within the meaning of Section 16 of
6 Article IV of the California Constitution because of the
7 unique legal, fiscal, and administrative issues faced by the
8 counties specified in this act with respect to unresolved
9 disputes in those counties concerning the proper taxation
10 of certificated aircraft.

11 SEC. 5. This act shall become operative only if
12 Assembly Bill 2318 is enacted and becomes effective on
13 or before January 1, 1999, *and in that event shall become*
14 *operative on the later of the effective date of this act and*
15 *the effective date of Assembly Bill 2318.*

16 SEC. 6. This act is an urgency statute necessary for the
17 immediate preservation of the public peace, health, or
18 safety within the meaning of Article IV of the California
19 Constitution and shall go into immediate effect. The facts
20 constituting the necessity are:

21 This measure is necessary to provide guidance and
22 clarification that is essential to the fair and efficient
23 taxation of airline industry property and possessory
24 interests in publicly owned airports in the current year,
25 and to clarify the status of prior-year property tax
26 payments that have funded essential services provided by
27 local governments and schools.

